DOCUMENT RESUME

ED 324 512 CE 056 092

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TITLE Public Service Values of Women and Minority Public Administrators: An Empirical Study of Kentucky State Public Managers.
INSTITUTION Indiana State Univ., Terre Haute.; Kentucky State Univ., Frankfort. School of Public Affairs.
SPONS AGENCY National Science Foundation, Washington, D.C.
PUB DATE 5 Oct 90
CONTRACT NSF-RII-870495
NOTE 17p.; Paper presented at the Annual Meeting of the Indiana Academy of Social Sciences (Bloomington, IN, October 5, 1990). For related documents, see ED 311 258, ED 319 895 and ED 321 656.
PUB TYPE Speeches/Conference Papers (150)

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS *Administrator Attitudes; Administrator Characteristics; Adult Education; *Minority Groups; Political Influences; *Public Administration; Public Sector; *Public Service Occupations; State Surveys; *Values; *Women Administrators
IDENTIFIERS *Kentucky

ABSTRACT

A study was conducted to determine whether data from a 1988-89 Kentucky survey measured differences in the value level held by minority and women administrators and their respective counterparts (majority and male administrators). The sample included 1,500 public service managers who had received inservice training and 1,500 who had not. The 1,471 respondents included 49 minority administrators. Survey participants responded to nine statements reflecting public services values on a Likert scale. A two-way MANOVA was performed to test all nine hypotheses simultaneously. Additional one-way univariate and stepdown F tests and other statistics were produced to complete the analyses. Minority administrators' responses indicated that they did not feel that the general public were as ignorant about the complexity of decision making in government agencies as did their majority counterparts. Nor did minority administrators value the importance of being aware of public opinion concerning their agencies as much as their majority counterparts. Female administrators differed significantly from male counterparts on four value measures. They felt to a greater degree that agencies should provide equal treatment for minorities and women, but disagreed to a greater extent that political influence was important for an agency to help a citizen. Women administrators felt to a greater degree that high quality services should be provided and democratic principles should be applied at the workplace and when dealing with the public. (24 references) (YLB)

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ED324512

PUBLIC SERVICE VALUES OF WOMEN AND MINORITY PUBLIC ADMINISTRATORS: An Empirical Study of Kentucky State Public Managers

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A working paper prepared for presentation in the Political Science Section of the 1990 Annual Meeting of the Indiana Academy of Social Sciences, October 5, 1990 on the Indiana University Campus, Bloomington, Indiana. The survey data utilized in this paper were collected by a National Science Foundation supported research project (NSF RII 870495) awarded to the School of Public Affairs, Kentucky State University. (1987-1990) Any opinions, findings, conclusions or recommendations expressed in this paper are those of the authors and do not necessarily reflect the views of the National Science Foundation , Kentucky State University, or Indiana State University.

I.

INTRODUCTION

Persons working in public sector agencies comprise an identifiable population whether at the state or local government levels. From among that layered population, persons with administrative responsibilities also constitute a distinct group based on their position titles and duties. In view of their identifiability as a group and periodic attention to their the requisites of their work (i.e., duties and responsibilities), how they view their work in terms of public service values is a matter of intrinsic import. In this paper reference is made to a body of literature that is concerned with the public service values of public administrators and focuses on one aspect of a recent study of state government public administrators in Kentucky. The specific target is a set of women and minority public administrator respondents to a self-administered questionnaire.

II.

THEORETICAL CONCERNS

Research interest in the public service values of public administrators may be justified from differing theoretical perspectives. (Wynia, 1974; David, 1980; Brint, 1980; Nalbandian, 1983; Thompson, 1987) Development of public service values among public administrator trainees has been considered as a crucial element of public service education and training programs. This has raised the methodological concern about an empirical measurement to identify the pre- and post-training public service values of those who undergo managerial training in public service training institutions. (Mohapatra, 1990) Administrative values research in the non-American administrative settings has demonstrated complex sub-cultural variations in the administrative values of administrators. (Montgomery, 1986; Bhambhri, 1972; Weaver, 1970).

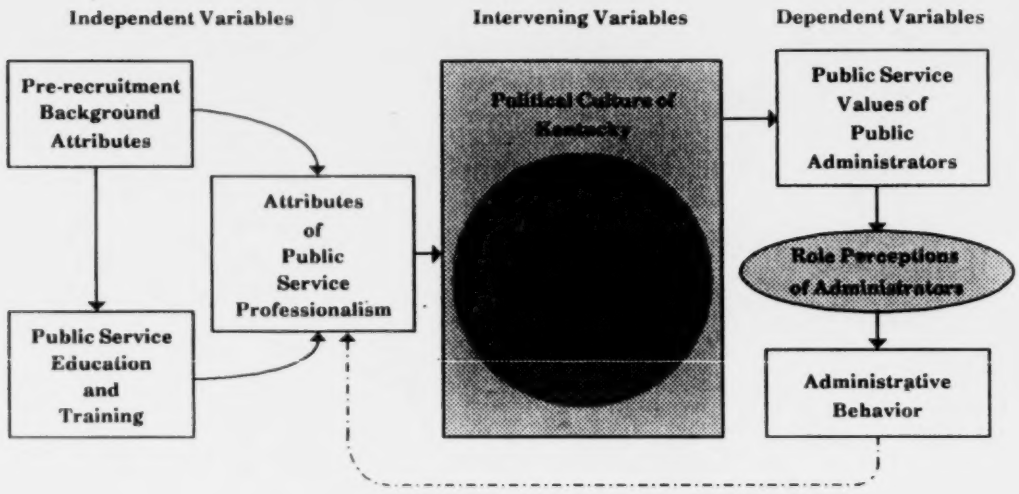
Research on public service values of American public administrators has also been conducted by many scholars. (Huckle, 1983; Klinger, 1988; Marsh, 1977; Meier, 1976; Moore, 1977; Saltzstein, 1983; Thompson, 1978). These researchers do not directly suggest that public service values of administrators are likely to impact the role perceptions of public administrators or that they influence their actual day-to-day administrative behavior in diverse public agency settings. Nevertheless, the work of these scholars suggests the need to establish a conceptual framework for studying public service values of public administrators.

The conceptualization proposed in Figure 1, provides a theoretical foundation for the present empirical study. The public service values of administrators have been considered as the outcomes of two key independent variables: pre-recruitment background of administrators and their public service education/training. These variables influence the development of public service professionalism. The major intervening variables that have mediating influence are the *political culture* of Kentucky and the *administrative culture* of state agencies. Further, this model suggests an indirect link between the public service values of administrators and their day-to-day administrative behavior.

Values are pervasive and consequently difficult to measure directly. However, some researchers feel that attitudes and opinions held by an individual are reflective of the values that individual has internalized. Therefore, one way to find out about individual and group values is through interviews or written self-administered questionnaires, that asks the respondent to say what is good, bad, moral, immoral, desirable, or undesirable. (Eitzen, 1988)

The testing of this comprehensive model is possible only when appropriate empirical data are available for all proposed indicators. Present analysis is limited to the public service values of minority and female administrators. The model is presented to provide the

Figure 1 A Conceptualization of Research Variables Influencing Public Service Values of Public Administrators in State Agencies of Kentucky



theoretical rationale for this analysis. The proposed theoretical model has raised two key research questions.

How pervasive are public service values among public administrators in government agencies? Do such sub-groups as minority and women public administrators significantly differ in their public service values? In general, some variations in administrative values based on ethnicity and gender are likely. Accordingly, the focus here is on women and minority administrators in terms of how they may differ toward certain public services values.

Although there is no known finite set of values germane to public administration, there are some values that seem to be more obvious than others. For example, attitudinal responses were sought to a number of value oriented areas on a self-administered questionnaire used to collect data for a National Science Foundation funded project (RII-870495) completed at the end of May, 1990. One question, containing nine (9) value oriented items, was used to collect the data for this paper. Figure 2 shows this question.

Therefore, the research presented will test the following nine (9) hypotheses on the basis of empirical data in the Commonwealth of Kentucky.

Hypotheses

H1a Minority administrators would have higher level of commitment toward "providing quality services" than do their majority counterparts.

$H1_b$ Women administrators would have higher level of commitment toward "providing quality services" than do their male counterparts.

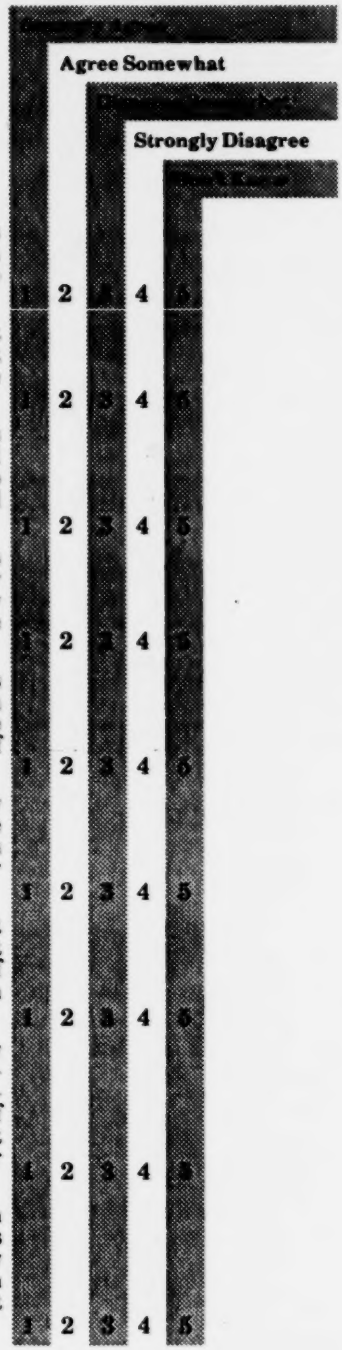
$H2_a$ Minority administrators would have a higher level of disagreement toward "client satisfaction with government services" than do their majority counterparts.

$H2_b$ Women administrators would have a higher level of disagreement toward "client satisfaction with government services" than do their male counterparts.

$H3_a$ Minority administrators would have a higher level of commitment toward "providing equal treatment" than do their majority counterparts.

Figure No. 2

21. Here are some statements that have been made about the workings of government agencies in the U.S. Please indicate the extent to which you agree or disagree with each of these *(Please circle the appropriate number).*



a. Government agencies should provide high quality services to their clients. 1 2 3 4 5

b. Clients of government agencies are not satisfied with the services provided. 1 2 3 4 5

c. Government agencies should provide equal treatment to minorities and women. 1 2 3 4 5

d. Political pull is important in whether a government agency will help a private citizen. 1 2 3 4 5

e. Democratic principles cannot be applied in dealing with the employees of government agencies. 1 2 3 4 5

f. Government agency officials should care about public opinion concerning their agency. 1 2 3 4 5

g. Citizens are not knowledgeable about the complexity of decision making in government agencies. 1 2 3 4 5

h. Government agency officials should be responsive to the legitimate requests of elected officials about problems of their constituents. 1 2 3 4 5

i. The merit system in public service is outweighed by political pull in influencing merit appointments. 1 2 3 4 5

H_{3_b} Women administrators would have higher level of commitment toward "providing equal treatment" than do their male counterparts.

H_{4_a} Minority administrators would have a higher level of belief that "political pull is important whether an agency will help a client" than do their majority counterparts.

H_{4_b} Women administrators would have a higher level of belief that "political pull is important whether an agency will help a client" than do their male counterparts.

H_{5_a} Minority administrators would have a higher level of belief that "democratic principles can be applied in the workplace" than do their majority counterparts.

H_{5_b} Women administrators would have a higher level of belief that "democratic principles can be applied in the workplace" than do their male counterparts.

H_{6_a} Minority administrators would have a higher level of belief that "administrators should care about public opinion" than do their majority counterparts.

H_{6_b} Women administrators would have a higher level of belief that "administrators should care about public opinion" than do their male counterparts.

H_{7_a} Minority administrators would have a lower level of belief that "clients are ignorant about the complexity of the decision making process in government" than do their majority counterparts.

H_{7_b} Women administrators would have a lower level of belief that "clients are ignorant about the complexity of the decision making process in government" than do their male counterparts.

H_{8_a} Minority administrators would have a higher level of belief that "officials should be responsive to the legitimate requests of elected officials about problems of their constituents" than do their majority counterparts.

H_{8_b} Women administrators would have a higher level of belief that "officials should be responsive to the legitimate requests of elected officials about problems of their constituents" than do their male counterparts.

H_{9_a} Minority administrators would have a higher level of belief that "the merit system is outweighed by political pull " than do their majority counterparts.

H_{9_b} Women administrators would have a higher level of belief that "the merit system is outweighed by political pull " than do their male counterparts.

III.

RESEARCH SETTING AND DATA SOURCES

A 1988-89 survey research project in Kentucky has provided the data base for this empirical study. This study was supported by a three year grant from the National Science Foundation. A random sample of 1,500 Public Managers in Kentucky who had undergone a week long Management Training Program and a matching sample of 1,500 untrained Kentucky Public Managers was surveyed. The three-wave mail survey resulted in 1,471 responses. However, it should be mentioned that there were only 49 responses from minority administrators. Therefore, all minority respondents were grouped in a single minority category.

IV.

DATA ANALYSIS

The survey instrument included nine statements reflecting a range of public services values. As can be seen in Figure 2, the items used to seek responses from the respondents was fitted with a five (5) point scale. The fifth point was provided to accommodate a "Don't Know" response, while the other four points constituted a Likert scale. Only those cases that responded one, two, three or four were used in this analyses.

A two-way MANOVA (see Figure 3) was first performed to test all nine (9) hypotheses simultaneously.

Figure 3 Two-way Manova Model (Ethnicity by Gender)

		ETHNICITY	
		WHITE	MINORITY
GENDER	MALE	H1a Through H9b	H1a Through H9b
	FEMALE	H1a Through H9b	H1a Through H9b

Additional one-way univariate and stepdown F tests and other statistics were produced to complete the analyses. A probability level of $\alpha \leq .05$ was used as the critical significance level. High means approach agreement for those items stated in the positive while high means approached disagreement for those items stated in the negative.

Overall Analysis

A two-way MANOVA with nine dependent variables was executed using ethnicity and gender as independent or reference variables. The results of the MANOVA indicate that significant statistical differences do exist for the main effects of gender and ethnicity, and that no interaction effects were statistically significant.

Ethnicity

Table 1 contains the main effect multivariate F test for ethnicity.

Table 1 Multivariate Test of Significance
Question 21 (A - I) by Ethnicity

Test name	Value	Multiv.F.	Hypoth. d/f	Error d.f	Sign. of F.
Pillais	.03163	4.37338	9	1205	.000 *
Hotellings	.03163	4.37338	9	1205	.000 *
Wilks	.03163	4.37338	9	1205	.000 *

Note F Statistics are exact

*Significant at $\alpha \leq .05$

As can be seen in Table 1, the multivariate F of 4.37338 is significant at the probability of $\alpha = .000$. Univariate F tests were performed to determine where the value differences exist. Table 2 contains the results of this test.

As can be seen in Table 2, ethnicity accounted for differences in only two of the nine (9) value/attitudinal areas. These differences were found to exist for reflected values with respect to awareness of public opinion and citizens' perception of government decision making complexity. Therefore, hypotheses $H1_a$, $H2_a$, $H3_a$, $H4_a$, $H5_a$, $H8_a$ and $H9_a$ are rejected.

Table 2 Univariate Test of Significance
Question 21 (A - I) by Ethnicity

Variable	Hypoth. M.S.	Univariate F	Significance F
Government agencies should provide high quality services to their clients.	.33056	3.02512	.082
Clients of government agencies are not satisfied with the services provided.	.04265	.08161	.775
Government agencies should provide equal treatment to minorities and women.	.13854	.71127	.399
Political pull is important in whether a government agency will help a private citizen.	2.53563	2.048941	.153
Democratic principles cannot be applied in dealing with the employees of government agencies	.15530	.17709	.674
Government agency officials should care about public opinion concerning their agency.	2.21030	6.91853	.009 *
Citizens are not knowledgeable about the complexity of decision making in government agencies	8.38938	16.42098	.000 *
Government agency officials should be responsive to the legitimate requests of elected officials about problems of their constituents.	.89734	1.93489	.164
The merit system in public service is out weighed by political pull in influencing merit appointments.	1.99520	1.67498	.196

*Significant at $\alpha \leq 05$

In order to determine if some relation might exist between the awareness of public opinion and complexity of government decision making reported values, two additional univariate and stepdown F tests were performed, placing each criterion in the top position. The stepdown F test did not reveal any measured relationship between the two dependent or criterion variables. Table 3 contains the results of the last univariate and stepdown F test. Notice that both stepdown F ratios remain significant.

Table 3

Univariate and Stepdown Tests of Significance
Question 21 (G and F) by Ethnicity

Variable	Hypoth. M.S.	Univariate F	Significance F	Stepdown F	Stepdown Significance
Citizens are not knowledgeable about the complexity of decision making in government agencies	7.01778	14.00680	.000 *	14.00680	.000 *
Government agency officials should care about public opinion concerning their agency.	2.05992	6.33752	.012 *	5.79526	.016 *

*Significant at $\alpha \leq 05$

In order to determine the direction and magnitude of these differences, it is necessary to compare the mean values for these two measures (see Tables 4 and 5).

Table 4

Means, Standard Deviations and Size for Question 21G (decision complexity) by Ethnicity

Ethnicity	x̄	σ	n
White	3.386	.699	1289
Other	3.000	.913	49
Total	3.371	.711	1338

As can be seen in Table 4, white administrators report perceiving that citizens are ignorant of the complexity of making decisions in government to a greater degree than do their minority counterparts. It should be noted that both white and minority administrators believe that citizens are generally ignorant of the decision making process in government.

Table 5

Means, Standard Deviations and Size for Question 21F (public opinion) by Ethnicity

Ethnicity	x̄	σ	n
White	3.658	.563	1289
Other	3.449	.738	49
Total	3.650	.571	1338

As can be seen in table 5, white administrators report they believe it is important to a greater degree that it is important to be aware of public opinion than do their minority counterparts. As with the decision measure, both white and minority administrators believe it is important to care about public opinion.

Both of these measures indicate attitude or reflected values held by all administrators; that is, that the public is generally ignorant of the decision making complexities in government, and feel that it is important to be aware of public opinion concerning their agency. In both cases, white administrators reported a higher degree of belief than did the minority administrators. It should be pointed out that a large n size difference exists for the white and minority groups (i.e., white administrators, $n = 1289$; and minority administrators, $n = 49$). This condition causes the outcomes to be viewed with caution.

Gender

Table 6 contains the main effect multivariate F test for gender.

Table 6 Multivariate Test of Significance

Question 21 (A - I) by Gender

Test name	Value	Multiv.F.	Hypoth. d/f	Error d.f	Sign. of F.
Pillais	.303494	4.83504	9	1202	.000 *
Hotellings	303494	4.83504	9	1202	.000 *
Wilks	303494	4.83504	9	1202	.000 *

Note F Statistics are exact

*Significant at $\alpha \leq .05$

Table 7 below contains the univariate F tests for the main effect gender.

Table 7 Univariate Test of Significance
Question 21 (A - I) by Gender

Variable	Hypoth. M.S.	Univariate F	Significance F
Government agencies should provide high quality services to their clients.	.43690	4.01652	.045 *
Clients of government agencies are not satisfied with the services provided.	.77327	1.46768	.226
Government agencies should provide equal treatment to minorities and women.	3.13173	16.34293	.000 *
Political pull is important in whether a government agency will help a private citizen.	16.11827	13.13568	.000 *
Democratic principles cannot be applied in dealing with the employees of government agencies	3.40436	3.93992	.047 *
Government agency officials should care about public opinion concerning their agency.	.00667	.02097	.885
Citizens are not knowledgeable about the complexity of decision making in government agencies	1.40703	2.72075	.099
Government agency officials should be responsive to the legitimate requests of elected officials about problems of their constituents.	.19540	.42168	.516
The merit system in public service is out weighed by political pull in influencing merit appointments.	1.41974	1.20742	.272

*Significant at $\alpha \leq .05$

As shown in Table 7, four of the nine measures indicate statistically significant differences because of gender. These being the quality services, client satisfaction, equal treatment and democratic work place values. Therefore, hypotheses H_{2_b}, H_{6_b}, H_{7_b}, H_{8_b}, and H_{9_b} are rejected.

To determine if any relation exists among the significant measures, additional univariate and stepdown F tests were performed, placing the measures in every possible permutation (i.e., there are 24 possible permutations). One of the permutations with the least significant stepdown F ration is reported in Table 8.

Notice in Table 8, when the effects of the equal treatment and political pull measures are removed, the stepdown F ratios are not significant for the quality services and democratic work place measures. There were other permutations that suggest that the quality services and democratic work place measures are functions of the equal treatment and political pull measures. This means that changes in reflected values held by administrators for equal treatment and political pull precipitates a sympathetic change in the values held for quality services and democratic work place. The analysis did not detect a reciprocal relationship.

Table 8

Univariate and Stepdown Tests of Significance
Question 21 (C, D, A and E) by Ethnicity

Variable	Hypoth. M.S.	Univariate F	Significance F	Stepdown F	Stepdown Significance
Government agencies should provide equal treatment to minorities and women.	3.13173	17.12640	.000 *	17.12640	.000 *
Political pull is important whether a government agency will help a private citizen.	16.11827	15.02410	.000 *	12.50897	.000 *
Government agencies should provide high quality services to their clients.	.43690	3.89171	.049 *	.65437	.419
Democratic principles cannot be applied in dealing with the employees of government agencies.	3.40436	5.00984	.025 *	.73815	.390

*Significant at $\alpha \leq .05$

Table 9 below contains the means, standard deviations and size for the equal treatment measure.

Table 9

Means, Standard Deviations and Size
for Question 21C (equal treatment) by Gender

Ethnicity	$\bar{x}$	σ	n
Male	3.789	.449	905
Female	3.904	.351	394
Total	3.824	.462	1299

The high means for both male and female administrators indicate that both report strong positive values toward providing equal treatment. However, female administrators report a significantly stronger commitment to this value (i.e., Male $\bar{x}$ = 3.789, Female $\bar{x}$ = 3.904).

Table 10 below contains the means, standard deviations, and size for the political pull value measure.

Table 10

Means, Standard Deviations and Size
for Question 21D (equal treatment) by Gender

Ethnicity	$\bar{x}$	σ	n
Male	2.610	1.139	905
Female	2.873	1.091	394
Total	2.690	10131	1299

As can be seen in Table 10 both male and female administrators report a slight disagreement with the notion that political pull is important in whether a government agency will help a private citizen. It should be remembered that as shown in Table 8, female administrators were significantly in more disagreement than were their male counterparts. Because of the fact that the low grand mean of 2.690 seems to indicate the possibility of some frustration being felt by administrators of both sexes when trying to provide equal treatment.

Table 11 below contains the means, standard deviations and size for the quality service value measure.

Table 11

Means, Standard Deviations and Size for Question 21A (quality services) by Gender

Ethnicity	x̄	σ	n
Male	3.876	.355	905
Female	3.916	.286	394
Total	3.888	.336	1299

The means for both male and female administrators indicate a strong commitment to providing quality client services. However, female administrators again report a significantly stronger commitment, and closer agreement among themselves, as indicated by the small standard deviation for their group. It should be remembered that the stepdown F tests determined that this value is somehow the result of the equal treatment and political pull functions.

Table 12 below contains the means, standard deviations and size for the democratic working place measure.

Table 12

Means, Standard Deviations and Size for Question 21E (democratic principles) by Gender

Ethnicity	x̄	σ	n
Male	3.269	.948	905
Female	3.396	.933	394
Total	3.307	.945	1299

Again, the mean for female administrators indicates that they value a democratic working environment to a greater degree than do their male counterparts. Both, report high means which indicate a high degree of disagreement with the notion that democracy cannot be applied in the work place. As with the quality services measure, this measure is somehow related to the values held for both the equal treatment and political pull values.

At this time it should pointed out that the analysis indicates that quality services and democratic workplace values seemed to be independent of each other, as is the case with their antecedent values of equal treatment and political pull. This condition was unexpected, and thus was not an ingredient in this study's design. However, this condition seems to warrant some consideration in conjunction with the original design.

V.

SEARCH FOR A PROFESSIONAL VALUES CONSTRUCT

Because of the conditions mentioned above, it seemed that performing a factor analysis of the nine (9) items in question 21 might be fruitful. Therefore, one was performed with interesting results.

The particular type of factor analysis performed used the maximum likelihood method of extraction and varimax rotation. This method of analysis uses a X^2 goodness of fit test to determine the best size factor matrix. The analysis was performed using SPSS^X software.

The correlation matrix shown in Table 13 below indicates no overwhelming correlations, suggesting that a lot of unique variance is being measured.

Table 13

Correlation matrix of items 21a through 21I

	21A	21B	21C	21D	21E	21F	21G	21H	21I
21A	1.00000								
21B	.01697	1.00000							
21C	.25814	-.05098	1.00000						
21D	-.08792	.23072	-.06609	1.00000					
21E	-.13457	.11824	-.16678	.27415	1.00000				
21F	.16765	.00106	.13822	-.00028	-.02321	1.00000			
21G	.03645	.11205	.00734	.09081	.12228	.04350	1.00000		
21H	.13482	.06000	.10133	-.01772	-.11556	.26359	.05723	1.00000	
21I	-.05827	.15818	-.05879	.25143	.14918	-.09122	.07867	-.09733	1.00000

The skree plot shown in Figure 3 indicates that three orthogonal factors seems to exist as measured by these data.

Figure 3

Skree Plot of Factors Generated by Items 21A Through 21I

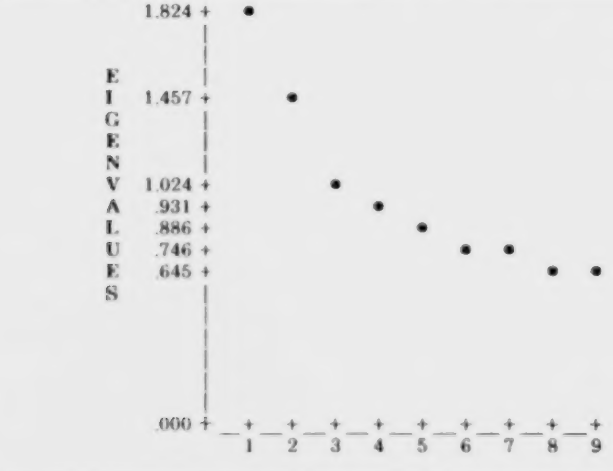


Table 14 contains the varimax rotated factor matrix indicating item loadings. Notice that all items load heavy on one factor only, with the exception of 21F which loads evenly on factors one and three.

Table 14

Three Factor Matrix Generated by Items 21A Through 21I

Item	Factor 1	Factor 2	Factor 3
21AH	**.99054**	-.00149	.13354
21AD	-.00438	**.60512**	-.09345
21AE	-.08688	**.40095**	-.21632
21AI	-.08709	.38537	-.07862
21AB	.05981	.38320	.00994
21AG	.05032	.22264	.05780
21AA	.06168	-.03329	**.55177**
21AC	.03889	-.07735	**.46948**
21AF	.23012	.02159	.26721

Item 21H is the only item that loads heavily on factor one. This item has been shown to be an indicator of how administrators value the appropriateness of elected officials acting as an ombudsman on behalf of their constituents. (Mohapatra et al., 1990) Therefore, this factor is considered to be reflective of the value held by Kentucky public administrators with respect to the obligation of elected officials to be an advocate for their constituents concerning legitimate matters needing government attention.

Items 21D and 21E represent the dominate loadings on factor two. These two items suggest a reflection of the value toward the principle and application of democracy. Item 21D is concerned with the opinion of administrators as to whether political pull is important for a government agency to help a private citizen, while Item 21E is concerned with the application of democratic principles in the work place.

Items 21A and 21C represent the dominate loadings for factor three. These two items seem to reflect administrator values held as to the provision of equal and quality client services. Item 21A is concerned with the quality of services, while 21C is concerned with equal treatment.

The results of the factor analysis of these data suggest that public service values of public administrators in Kentucky state government is a construct, or system, consisting of three value traits, or subsystems (i.e., ombudsmanic, democracy, and client services).

Although this structural analysis was not proposed in the study design, it does give support to the notion that attitudes and opinions are reflective of values and that a better understanding of their nature can be developed through such exercises.

Analyses Summary

The design tests of this study revealed that ethnicity seems to affect values as reflected by the attitudes and opinions reported with respect to concern for public opinion and public knowledge of the decision making process in government. White administrators reported that they thought public opinion is more important , and that individuals are more ignorant of the complexity of decision making in government agencies than did their minority counterparts.

Gender seems to impact the reflective values held by Kentucky administrators with respect to quality services, equal treatment, political pull, and democratic principles. Female administrators reported stronger attitudes toward each area mentioned above. Stepdown F tests suggest that somehow the reflected values for quality services and political pull precede and influence values held for quality services and democratic principles.

In view of this relationship, a factor analysis was performed and revealed the likelihood that the reflected public service values reported by Kentucky public administrators is a system or construct consisting of three latent traits or subsystems.

VI.

CONCLUSIONS

The purpose of this study was to determine if the present data did measure any differences in the value levels held by minority ,and women administrators and their respective counterparts (i.e., majority and male administrators). Eighteen hypotheses were tested. Differences were found for both minority and women administrators, as well as some interesting relationships that possibly give some insight into the nature of the structure of public service values.

Findings

Minority administrators were found to report reflected values that indicated they did not feel that the general public were as ignorant about the complexity of decision making in government agencies as did their majority counterparts. It was also found that minority administrators did not value the importance of being aware of public opinion concerning their agency as much as their majority counterparts. However both groups generally felt that the public was fairly ignorant of the complexities of the decision making process, and that public opinion is important. It must emphasized that a great size difference exists between the minority and majority administrators groups.

Female administrators were found to differ significantly from their male counterparts on four of the value measures. Women generally felt to a greater degree that agencies should provide equal treatment for minorities and women, but disagreed to a greater extent with their male counterparts that political influence was important for an agency to help a citizen than do. It was also found that women administrators felt to a greater degree than their male counterparts that quality services should be provided and that democratic principles should be applied at the work place and when dealing with the public. The analysis revealed that the reflected values of political and equal treatment somehow influence values held toward quality services and democratic principles.

The model suggests that at least some pre-recruitment background attributes of individuals appear to pervade certain identifiable groups of public administrators, at least for minorities and women as to certain held value levels. The analysis revealed an unexpected glimpse at what may be an underlying structure of a public service values construct, consisting of three latent traits or sub-systems. The traits were defined as values held toward the ombudsmanic role of elected officials, values held toward the principle and application of democracy, and values held toward client services.

Summary

Pre-recruitment background was found to possible be instrumental in the development of some values. Part of an underlying system of public service values was found to exist.

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